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REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS MISSION IN BOSNIA AND HERZEGOVINA

I. INTRODUCTION

1. The present report is submitted pursuant to paragraph 20 of Security Council resolution 1174 (1998) of 15 June 1998. It summarizes the activities of the United Nations Mission in Bosnia and Herzegovina (UNMIBH) since my report of 16 September 1998 (S/1998/862). The report also provides an overview of the activities of the United Nations system in Bosnia and Herzegovina during the same period.

2. UNMIBH continues to be led by my Special Representative and Coordinator of United Nations Operations in Bosnia and Herzegovina, Elisabeth Rehn (Finland). She is assisted in her tasks by Richard Monk (United Kingdom of Great Britain and Northern Ireland), who serves as Commissioner of the International Police Task Force (IPTF). The authorized strength of IPTF continues to be 2,057 (see annex).

II. ACTIVITIES OF THE MISSION

Police restructuring and reform

3. Police restructuring in Bosnia and Herzegovina is geared towards reducing the number of police and changing the ethnic composition of the force to reflect the pre-war ethnic distribution of the population; police reform entails professionalization through training, equipping, acquisition of special skills and practices, and operating under the control of democratically elected Governments. Annex 11 to the General Framework Agreement for Peace (see S/1995/999, annex) mandates IPTF to implement a programme of assistance to local police and to advise authorities on the establishment of effective law enforcement agencies. In the reporting period, IPTF has begun to link its programmes of police restructuring and reform in the Republika Srpska closer to those in the Federation of Bosnia and Herzegovina (the Federation), which are further advanced.

4. Difficulties experienced over the last months in achieving progress in the Mission's mandate with regard to police restructuring reflect a general

political impasse in Bosnia and Herzegovina, as can be seen from the fact that the elections held on 12 and 13 September 1998 have not yet led to the formation of Governments in the Republika Srpska, in the Federation, or on the level of Bosnia and Herzegovina's common institutions. In only five of the Federation's 10 cantons have new governments been constituted.

5. In the Federation, the pace of police reform and restructuring has slowed. Croat officials continue to impede the initial inauguration of police services in cantons 8 (Ljubuski) and 10 (Livno) for reasons described in my report of 10 June 1998 (S/1998/491, paras. 4 and 5). In addition, there has been little progress in the recruitment of police from ethnic groups other than the predominant one in any given area in the Federation. According to the targets agreed upon by the Federation authorities in the Bonn-Petersberg Agreement of 25 April 1996, of the 11,500 police officers in the Federation, 2,317 (20.2 per cent) should be Serb and 931 (8.1 per cent) should belong to another ethnic group. However, Federation police services currently employ only 123 Serb officers (1.2 per cent) and 8 "others" (0.08 per cent). Most cantons have filled the posts designated for Serbs and "others" with Bosniacs and Croats. Only 219 women officers (0.19 per cent) currently serve in Federation police services compared with the target of 1,150 women officers (10 per cent), which is in accordance with general European standards.

6. In response, UNMIBH has intensified its work on the recruitment of minority police in the Federation and announced a hiring freeze for police personnel from the predominant groups in each canton of the Federation until significant progress towards filling the minority quotas of the Bonn-Petersberg Agreement is made. UNMIBH has identified 413 potential police officers from ethnic groups other than the predominant ones. Of these, 221 have already passed the first IPTF review for eligibility. To facilitate progress, UNMIBH has, together with the respective Ministries of the Interior, established multi-ethnic Working Groups on Minority Police Recruitment and Return in the Federation's 10 cantons. Regrettably, progress to date has been slow. The canton 1 (Una-Sana) Ministry of the Interior has hired three Serbs as police officers, has approved the recruitment of 19 Serbs and 2 "others", and has scheduled 27 Croats and one Serb for training in the Federation Police Academy. In canton 10 (Neretva), 17 Serbs currently serve in the police and the Ministry is considering the applications of 48 Serbs and 51 Bosniacs. Canton 9 (Sarajevo) authorities have the applications of 78 Serbs under review. The Ministry of the Interior in canton 7 has approved the recruitment of 18 Serbs and 3 "others" who had applied earlier in the year. While hiring all those applicants - which is by no means assured - would more than double the number of Serb officers in the Federation police, there would still be a long way to go before the quotas set in the Bonn-Petersberg Agreement are reached.

7. A central tool in advancing police reform is the co-location of IPTF monitors with local police officials because such on-the-job advising and monitoring has proved to be one of the most effective methods of professionalizing local police. UNMIBH expanded its programme of co-location with Bosnian police officials in the reporting period. Currently, 70 IPTF monitors in the Federation and 51 in the Republika Srpska are co-located with high-ranking police officials in the ministries, in public security centres, in cantonal Interior Ministries, in selected police stations and in the Federation

Police Academy. It is hoped that it will be possible to deploy co-located IPTF monitors to all 269 main police stations in the country. The increased deployment of "co-locators" and advisers to the ministries, which requires practically a one-to-one ratio of language assistants to be effective, has already put the language resources of the Mission under heavy strain, and at times could only be accommodated to the detriment of other, equally important, tasks.

8. Police restructuring and reform in the Republika Srpska has lagged behind schedule. However, a basis for progress has now been laid by the conclusion of the Framework Agreement on Police Restructuring, Reform and Democratization in the Republika Srpska, which was signed on 9 December. The Agreement provides a framework within which the recruitment, certification, training, monitoring and de-certification of Republika Srpska police will be conducted. It establishes a method by which the police force will be reduced to levels consistent with international standards and which will enable it to function professionally and in accordance with democratic norms. As an initial benchmark, the Republika Srpska Government, in line with the June 1998 Luxembourg Declaration of the Steering Board of the Peace Implementation Council, committed itself to an 8,500-strong police force, with 24 per cent minority recruits (21 per cent Bosniacs and 3 per cent Croats) by the end of 2000. At that point, the ethnic composition of the Republika Srpska police force will be in accordance with the 1997 municipal election results. Those elections in turn reflected the will of the present Republika Srpska residents and of those people from the Federation who indicated their intention to reside in the Republika Srpska in the near future by voting in their original municipalities. All residents under the 1991 census are eligible to apply for positions as police officers. The Agreement of 9 December mandates that 25 per cent of these minority police shall be recruited by 30 June 1999, another 15 per cent by 31 December 1999, a further 30 per cent by 30 June 2000, and the final 30 per cent by 31 December 2000.

9. Building on the Protocols of Cooperation signed by the Interior Ministries of the Republika Srpska and the Federation in June and August 1998, IPTF launched the first in a series of regular meetings between the Republika Srpska and Federation Ministers and Deputy Ministers of the Interior, together with the IPTF Commissioner and Deputy Commissioner, on 2 December 1998. This forum is expected to establish priorities for cooperation between the Ministries of the Interior in the Republika Srpska and the Federation, such as preventing and solving inter-entity crime and minority police hiring. It will also serve to introduce and clarify IPTF policies to the highest-level police officials from each entity.

10. As a basis for the Police Assistance Trust Fund's "building block" approach of financing the development of the basic capacity of local police, IPTF has been conducting an inventory of the equipment needs of local police stations in the Federation and of public security centres in the Republika Srpska. The assessment has concluded that the estimated average cost of projects covering a local police facility is approximately US$ 200,000. As a result, an additional $70 million is required to repair and re-equip the more than 350 local police facilities throughout Bosnia and Herzegovina. As previously reported (S/1998/862, para. 7), the Trust Fund has received a total of $8.14 million to date. The generous assistance extended by the Governments of Canada, Germany,

Italy, Japan, Luxembourg, Norway, Switzerland and the United Kingdom of Great Britain and Northern Ireland will help sustain the present pace of police restructuring, and it is hoped that a donor conference planned for the first quarter of 1999 will raise additional funds. I appeal to the Governments of other countries also to contribute generously to the UNMIBH Trust Fund.

Police certification and training

11. The IPTF training and certification programme continues to help promote the principles and practices of democratic policing and the depoliticization of the police as central elements of police reform. In the Federation, 10,584 (92 per cent) of the 11,500 authorized officers have completed the human dignity training course and 7,550 (65 per cent of the total force) have completed transitional training; those 7,550 officers have thus completed the IPTF certification procedure, which includes, in addition to the training, a series of tests and background checks. In the Republika Srpska, progress in training has been slower. For two months, former Interior Minister Stanković ordered the chiefs of public security centres not to send Republika Srpska officers to IPTF training. The current Minister of the Interior, Sredoje Nović, has requested IPTF to bear some of the costs of training in the Republika Srpska. Of the 8,393 Republika Srpska police officers registered with IPTF, 5,574 (66 per cent) have completed the human dignity course and 885 (11 per cent) have completed transitional training. No officer in the Republika Srpska has yet completed all the steps necessary for certification by IPTF.

12. As part of its efforts at police restructuring, IPTF has completed a review of its policy addressing the non-compliance of police with their obligations to perform their duty professionally and in accordance with established laws and standards. As a result, IPTF has revised its non-compliance policy to guide the reporting of the activities of police and other law enforcement agents, as defined in annex 11 to the Dayton Agreement, and has established a new Non-Compliance Unit and database of non-compliance reports. The new policy will provide systematic and timely information to support decisions of the IPTF Commissioner to disqualify, de-certify and recommend the removal of local police officers for violations of the Dayton Agreement, as well as for human rights abuses and criminal acts. In its first month of operations, the Non-Compliance Unit received 38 non-compliance reports, of which 21 involved violations of the IPTF traffic and crime control policy (see para. 16 below).

13. In accordance with recommendations of the 1997 Bonn Peace Implementation Conference, which were endorsed by the Security Council in its resolution 1168 (1998) of 21 May 1998, UNMIBH has established a Drug Control Unit, an Organized Crime Unit and a Public Order and Critical Incident Management Unit to provide specialized training and advice to the local police. To date, each unit has produced training presentations and courses and has conducted assessments on the issues with which it is concerned. The instructors have also begun to provide technical assistance in ongoing investigations conducted by local police and several of them will be deployed temporarily in local police ministries and stations to provide on-the-job training to local police personnel. Others have already been co-located in the Federation Police Academy. Meanwhile, specialized training continues in the Federation and the Republika Srpska: 462 officers have received crowd control training in the Federation, 643 in the

Republika Srpska, and 90 in the Brčko Supervisory Area. In addition, 569 police officers in the Federation and 290 in the Republika Srpska have undergone border control training. Furthermore, 25 trained dog handlers and dogs have completed training in the Federation and preparations for training 25 additional dog handlers and dogs in the Republika Srpska are under way.

14. As indicated in my report of 16 September 1998 (S/1998/862, para. 10), 670 officers of the police anti-terrorist brigade in the Republika Srpska have completed human dignity and transitional training courses. IPTF has entered into discussions with the NATO-led stabilization force (SFOR) about the criteria and procedure for the selection of a number of those officers for civilian police work under IPTF monitoring. Some of them are currently undergoing training by the Republika Srpska Ministry of the Interior in Doboj, which is monitored by SFOR. IPTF will require any former anti-terrorist brigade officer who seeks to work in the restructured Republika Srpska police to undergo the IPTF selection procedure, which requires the successful completion of the IPTF basic academy programme for individuals without former police experience. IPTF will not permit former anti-terrorist brigade officers to be transferred directly to a civilian police equivalent.

15. Efforts continue to be made to assist local police in developing modern police academies. The IPTF review of the Federation Police Academy's curriculum is expected to lead it to propose increased involvement by IPTF trainers in courses dealing with investigations, traffic enforcement, community policing, patrol procedures and crime prevention. The first multi-ethnic class will complete six months of classroom training and six months of field training on 18 December 1998. A class of 100 Croats from canton 4 (Zenica/Doboj) is now enrolled in a modified six-month basic academy course to facilitate those officers' timely deployment in the canton 4 police. Disputes over whether the funding for training should come from the cantonal Ministry or the federal Ministry delayed the beginning of a third class of 100 Croats from canton 4. Unlike the Federation Academy, which trains recruits after they have finished four years of secondary education, the Republika Srpska Police Academy in Banja Luka offers a 3 to 4 year police training programme for high-school aged recruits. When the approximately 400 students now in the Republika Srpska Academy graduate, the Academy is expected to cease operating in its current form. UNMIBH will continue to work towards the establishment of an IPTF-assisted police academy in the Republika Srpska. An adviser to the academy has already been appointed.

Freedom of movement

16. IPTF has continued to promote freedom of movement in and between both entities and has been working to bring local police into compliance with the traffic and crime control policy (see S/1998/862, para. 13) which prohibits the use of police checkpoints without IPTF notification and approval, and encourages the use of mobile and foot patrols. Local police in both the Federation and the Republika Srpska have been slow to implement the new policy. IPTF co-located advisers and trainers have begun working more intensively to familiarize local police with alternative methods for traffic and crime control.

17. In cooperation with the Office of the High Representative, UNMIBH has now completed the implementation of the common licence plate project, which also included the introduction of a common vehicle registration document (see S/1998/862, para. 14). On two occasions, UNMIBH conducted a 24-hour survey at 53 points along the inter-entity boundary line, which indicated substantial movement in both directions at all hours of the day. Areas along the inter-entity boundary line in the Dobrinje section of Sarajevo, which had been tense and little travelled in the past, now experience a regular and dense flow of traffic. Following from this success, UNMIBH is again cooperating with the Office of the High Representative in the introduction of the common driving licence and in the establishment of a multi-ethnic Bosnia and Herzegovina Border Service.

18. IPTF has joined international agencies in addressing the intrusion of police from the Republic of Croatia into an area on the border between Bosnia and Herzegovina and Croatia in cantons 1 (Bihać) and 10 (Livno) near the municipalities of Martin Brod, Gornji Tiskovać and Kaldrma. Croatian police checkpoints have prevented daily travel of returning Serb refugees between their homes and their properties in an area which had been part of Bosnia and Herzegovina during the entire post-Second World War period. IPTF has cooperated closely with SFOR and the Office of the High Representative in calling for the inter-state border commission to meet and for an interim solution which would enable Federation police to patrol the area to which Serb refugees and displaced persons have begun to return.

Weapons inspections

19. IPTF continues to cooperate with SFOR in conducting weapons inspections in police facilities. In the period between 1 September and 24 November 1998, 127 weapons inspections were performed: 63 in the Republika Srpska and 64 in the Federation. The number of violations recorded by IPTF continues to decrease: 103 inspections during this period resulted in no confiscations. Weapons and ammunition were confiscated or surrendered at 12 sites in the Republika Srpska and at another 12 in the Federation. A total of 53 pistols, 1,491 long-barrelled weapons, 4 launchers, 6 mines and 128 grenades, as well as 2.5 kg of explosives and some 18,100 rounds of ammunition were confiscated. The majority of the weapons were confiscated on one occasion, when SFOR seized 1,356 shotguns, 70 rifles and 45 pistols found in an illegal storage facility in north-eastern Republika Srpska.

Brčko

20. The Brčko Supervisory Area continues to serve as a model for police reform and democratization in Bosnia and Herzegovina. In support of the multi-ethnic Brčko police service, IPTF has reduced its patrolling and expanded its community policing programme in major return villages of the Brčko area and in the town centre. The co-location of IPTF advisers in local police stations has been expanded to the middle management of the Brčko police service. IPTF has cooperated with Civil Affairs in establishing a Police Information Management Task Force to help the local police collect and analyse information, and a Police Management Review to develop methods for the local police to evaluate police performance. IPTF has begun to prepare contingency plans for possible

public protest against the Arbitration decision, which is due early in 1999, by training local police in crowd control. Following the recent issuance of supervisory orders on the return of displaced persons to the town centre of Brčko, IPTF has begun training local police in appropriate responses and roles in handling eviction cases. This training will now be used as a model in other regions.

Investigation of human rights violations by local law enforcement personnel

21. The UNMIBH Human Rights Office has continued to focus on active investigations of human rights abuses by law enforcement officials in accordance with the additional responsibilities entrusted to it in the conclusions of the 1996 London Peace Implementation Conference and endorsed by the Security Council in its resolution 1088 (1996) of 12 December 1996. The caseload includes direct abuses by police and other law enforcement agencies, including torture, illegal detention, failure to respond to criminal acts, failure to issue identification cards and other documents in a timely and impartial manner, and property disputes involving abuses by municipal, housing and judicial authorities.

22. The failure of local police in the Federation to respond adequately to the harassment and intimidation of returnees continues to be an important focus of the Human Rights Office (see S/1998/862, para. 19). With the assistance of, and under monitoring by, investigators of the Human Rights Office, the Federation Ministry of the Interior has established joint federal/cantonal special investigation teams to address such cases in Travnik and Drvar. These joint teams have thus far cooperated with IPTF and appear to be pursuing their investigations professionally. Attempts by the Federation Interior Ministry to establish a similar joint team to investigate the continuing return-related incidents in Stolac and Capljina have been frustrated by lack of cooperation within canton 7.

23. On 8 October 1998, following return-related violence in Tasovčići, (Čapljina municipality, canton 7) on 2 October, IPTF de-certified Stanislav Buntić, Chief of the Čapljina Police Administration on the basis of his participation in the detention and subsequent ill-treatment of a Bosniac official and two Bosniac police officers. Mr. Buntić had also repeatedly denied IPTF access to the detained persons and consistently refused otherwise to cooperate with IPTF. On 4 November 1998, IPTF also de-certified Ivan Hrkać, assistant to the Chief of Police in Siroki Brijeg (canton 8) on the basis of his involvement in an incident on 10 February 1997 when Bosnian Croat police officers, including Mr. Hrkać, opened fire on a retreating crowd of Bosniacs going to visit a cemetery in West Mostar (canton 7). In response to IPTF demands, Mr. Hrkać had been removed from office in February 1997. Investigations by the Human Rights Office established that he had subsequently been re-instated in a senior command position in the Siroki Brijeg police force. The November 1998 de-certification of Mr. Hrkać specifies that he is to be permanently removed from the police force and may not be reappointed elsewhere.

24. The independent investigation of the Human Rights Office into the conduct of the official investigation of the murder of the Deputy Chief of the Pale Public Security Centre (see S/1998/862, para. 22) led to the de-certification of the Republika Srpska Chief of Uniformed Police, Ljubisa Savic, who had been

leading the investigation. The Human Rights Office had compiled evidence that he and other officers committed gross violations of human rights through the illegal detention, torture and ill-treatment of 14 men who had been arrested for the crime.

Civil affairs

25. The UNMIBH civil affairs component continues to carry out its traditional functions of liaison with local authorities and representatives of the principal governmental organizations engaged in the implementation of the Dayton Peace Agreements. Its past assistance and advice to IPTF on its programmes of police restructuring, freedom of movement and human rights has begun to grow into routine cooperation with IPTF monitors co-located in cantonal Ministries of the Interior and public security centres, and in the Federation and Republika Srpska Interior Ministries, as well as in municipal police stations. In addition, the civil affairs component has established a Projects Unit at Sarajevo headquarters to provide support to IPTF on a range of programmes relating to minority police recruitment, non-compliance, de-certification, training, the establishment of a multi-ethnic border police and the introduction of a common driving licence. Civil affairs officers have also closely supported the newly deployed judicial system assessment programme, which has begun its work at Mission headquarters and in the regions.

26. The work undertaken by the Civil Affairs Training Unit has expanded steadily. In addition to working with the IPTF Internal Training and Support Section in the routine induction training of IPTF monitors, the unit continues its ongoing training in weekly briefings of IPTF officers involved in local police training and assistance programmes. Its review of IPTF induction training has led to the addition of new lesson plans and instructional aids in the course. It cooperated with the United States Institute for Peace in developing a training package in mediation, negotiation and conflict resolution, as well as a package on community policing for co-located IPTF monitors. It is also developing community policing packages for local police and for IPTF monitors in the regions. The Training Unit organized a three-week induction course for the judicial system assessment programme in the classroom and in the field, and has trained incoming personnel of the press and information component.

Judicial System Assessment

27. In accordance with Security Council resolution 1184 (1998) of 16 July 1998, 18 judicial system officers and 7 national professional officers of the judicial system assessment programme have commenced deployment. The officers initially underwent an intensive three-week orientation programme, which included a review of the region's history, political context and Bosnian law; an introduction to the work of other agencies involved in judicial reform, as well as an extensive tour around the country. They have been deployed in all seven UNMIBH regions in groups which include officers with backgrounds in common and civil law, and experts in Bosnian law. The assessment of the judicial system will address technical issues, such as legislation and its implementation; institutional issues, such as human and material resources; and political issues affecting the independence of the judiciary. The programme has begun to work closely with

other agencies on judicial system reform under the coordination of the Office of the High Representative.

28. The programme has begun both a long-term comprehensive survey of the country's judicial systems and shorter, thematic projects aimed at providing immediate recommendations for judicial reform. An initial, exploratory assessment throughout Bosnia and Herzegovina was based on interviews with ministers of justice, judges, prosecutors, court personnel, judicial officials and employees of law centres, on attendance at randomly selected hearings, on examination of court files and other records, and on a review of some existing legislation. The assessment concluded that the Republika Srpska judiciary is facing serious shortages in funding, and that its courts face shortages of space and basic equipment. Low salaries and the absence of housing may lead experienced judges to resign. Some courts in the Republika Srpska appear to be resorting to fund-raising from the private sector to cover operating costs. Judges in the Federation and Republika Srpska believe that their independence is undermined by a system of appointment in which nominations by the Minister of Justice are approved by elected assemblies. The Programme also observed little cooperation between the judiciary in the Republika Srpska and in the Federation, or between the Croat and Bosniac judiciary in ethnically mixed cantons of the Federation.

Cooperation with other international organizations

29. UNMIBH continues to work closely with other international agencies both in developing responses to specific incidents and in longer-term projects. It continues to cooperate with the Organization for Security and Cooperation in Europe in implementing the results of the elections of 12 and 13 September 1998. UNMIBH also continues its close cooperation with the Office of the High Representative and the Office of the United Nations High Commissioner for Refugees (UNHCR) in support of the return of displaced persons and refugees, mainly by advising local police in the preparation of security plans for assessment visits and returns and by monitoring their implementation. It continues to work closely with the Office of the High Representative, SFOR and the European Union Customs and Fiscal Assistance Organization in preparation for the establishment of a single border police.

III. ACTIVITIES OF THE UNITED NATIONS SYSTEM

30. As described in my report of 16 September 1998 (S/1998/862), my Special Representative continues to focus on the common concerns of the various United Nations agencies operating in Bosnia and Herzegovina. In bi-weekly coordinating meetings, UNMIBH personnel briefs the agencies on the progress of UNMIBH in achieving its mandate, as well as on political developments and security concerns in the mission area. In cooperation with UNHCR, UNMIBH has employed its contacts in the Federation Government to address the problems of Albanian refugees accommodated near Sarajevo.

Food and Agriculture Organization of the United Nations

31. The coordination office for emergency interventions of the Food and Agriculture Organization of the United Nations (FAO) will be phasing out from Bosnia and Herzegovina by the end of 1998. Thus far, it has remained focused on the needs of minority returnees through the distribution of agricultural inputs, coordinating agricultural interventions, chairing task force meetings on food and agriculture, assessing needs and data collection, and providing technical support and liaison to the Ministries of Agriculture. The FAO seed quality control programme in Sarajevo will continue until February 1999, after which it will be handed over to the Government. The FAO mid-term strategy for sustainable agricultural development in Bosnia and Herzegovina is in the process of being finalized with the Ministries of Agriculture and should be made public by the end of January 1999.

International Tribunal for the Former Yugoslavia

32. The International Tribunal for the Former Yugoslavia has the mandate to prosecute persons responsible for serious violations of international humanitarian law committed in the territory of the former Yugoslavia since 1991. As a result of investigations by its personnel in The Hague, Zagreb, Sarajevo and Belgrade, the Tribunal has publicly issued 19 indictments against 56 individuals, together with a number of sealed indictments. Twenty-six of the accused are currently in custody. Three trials have been completed and are currently under appeal. Five trials are ongoing. One of the accused, who has been released provisionally on grounds of ill health, will be remanded to custody upon commencement of the trial. The exhumation programme for 1998 has been completed, with approximately 750 remains recovered. Preparations have begun for the commencement of the 1999 exhumation programme.

International Labour Organization

33. The International Labour Organization (ILO) has continued to focus on training the vulnerable unemployed in construction trades in the north-west of the Federation, with funds from the United Nations Development Programme (UNDP), and on training the unemployed in electrical and mechanical trades in Gorazde, with funding from the Government of Japan and UNDP. ILO has also been promoting the development of microenterprises through business development centres in Bihać, Banja Luka (both funded by UNDP), Mostar and the Brčko region (funded by the Government of Italy). ILO is planning to start up similar centres around Sarajevo. It has also been providing technical assistance in the development of labour legislation and promoting social dialogue (with funds from the Government of Italy).

Office of the United Nations High Commissioner for Human Rights

34. The Office of the United Nations High Commissioner for Human Rights has continued to conduct human rights training for IPTF monitors. As at the end of November 1998, some 380 IPTF personnel (332 monitors and 50 language assistants) had attended the four-day training course. Additionally, at the end of November, the Office trained 26 monitors to continue the training programme in

the seven UNMIBH regions from December 1998, thus ensuring that an increased number of monitors will undergo human rights training.

35. Staff of the Office of the High Commissioner have conducted interviews with Kosovo asylum seekers in Bosnia and Herzegovina to collect information on the human rights situation in Kosovo. Office personnel in the Federal Republic of Yugoslavia will follow up selected cases. The Office has also drawn the attention of relevant agencies to the desperate conditions of asylum seekers accommodated in a camp near Sarajevo. In addition, it has continued to monitor war crime trials and other sensitive trials, and to work on rule of law issues. During the reporting period, the Office assisted the Special Rapporteur, Jiri Dienstbier, in drafting his first report to the General Assembly on the human rights situation in Bosnia and Herzegovina.

36. On 20 November 1998, my Special Representative and the United Nations High Commissioner for Human Rights signed an agreement on cooperation between the High Commissioner's field operations in Bosnia and Herzegovina and UNMIBH (see also S/1998/862, para. 34). Under the agreement, which took effect on 10 December, the Office of the High Commissioner will contribute specialized support and guidance to UNMIBH in areas such as gender issues, discrimination, treatment of minorities and the rule of law. It will also continue conducting human rights training activities, as well as providing support to the Special Rapporteur, whose independence will be guaranteed.

Office of the United Nations High Commissioner for Refugees

37. On 20 November 1998, the United Nations High Commissioner for Refugees chaired a meeting at Geneva of the Humanitarian Issues Working Group of the Peace Implementation Council. The meeting focused on the implementation of the regional strategy for the return of people displaced by conflict in the former Yugoslavia, which had been endorsed by the Peace Implementation Council and the Working Group at meetings in June 1998, and on analysing projections for 1999. The meeting also looked at recent humanitarian developments in the region, particularly in Kosovo.

38. An estimated 23,000 persons returned to Bosnia and Herzegovina in September, October and November 1998, bringing the total number of refugees having returned from abroad since the beginning of 1998 to 104,000. More than 90 per cent of these have returned from Germany alone. Most returnees opt to relocate, at least temporarily, as their intended places of return are situated in areas that are still perceived as, or that effectively remain, unsafe for minority return. Relocating repatriates are still facing difficulties in registering with municipalities, although the registration rate has slightly improved, to 45 to 50 per cent in some cantons.

39. By mid-November 1998, an estimated 32,500 refugees and displaced persons had returned during the year to areas where their ethnic group is the minority. This figure compares to 77,500 minority returns since the Dayton Peace Agreement. Only 9,000 minority returnees, however, have been officially registered by the authorities. The total number of returns to the Republika Srpska, including Brčko, during 1998 has now reached an estimated 10,000.

40. The municipality of Travnik (Central Bosnia canton) was recognized as an open city by UNHCR on 14 October 1998. On 13 October 1998, the municipality of Vogosca (Sarajevo canton) was the first open city to be de-recognized by UNHCR. The total number of open cities therefore remains at 14. The total number of minority returns to open cities had reached 15,000 on 31 October 1998. Projects with a total value of $115 million have been approved by various agencies and donors in open cities since the beginning of the programme. More than 720,000 passengers have used the UNHCR-sponsored inter-entity bus lines since the beginning of 1998.

41. The influx of refugees originating from Kosovo almost stopped in November, when only 148 new arrivals were registered by UNHCR. This brought the total of registered asylum seekers from Kosovo to 6,316 of an estimated 10,000 in Bosnia and Herzegovina. The authorities are gradually assuming responsibility for assistance and protection of those refugees. Close to 1,000 of them are accommodated in squalid conditions in a former industrial plant near Sarajevo, pending the completion of new asylum centres by the Government. Five hundred refugees have been transferred to other reception facilities in the Federation.

United Nations Children's Fund

42. The Executive Board of the United Nations Children's Fund (UNICEF) has approved a three-year country programme in Bosnia and Herzegovina totalling $19,345,000. Among its regular activities, the UNICEF health programme inaugurated a "baby friendly" hospital in Banja Luka. In the Federation, the International Code of Marketing Breastmilk Substitutes was prepared for endorsement by the Government. In six cantons in the Federation, UNICEF, in cooperation with the Ministry of Health, has opened schools for pregnant women. The UNICEF inter-active learning project supported the opening of three demonstration schools in the Federation. The Federation Ministry of Education has officially launched a mine-awareness video. With the technical support of the Norwegian Association of Psychologists, the children in especially difficult circumstances programme has launched a new project to provide psychological counselling services in schools. In cooperation with the Kennedy Foundation and Médecins du Monde, UNICEF is expanding its programme for children with disabilities. In the framework of the water and environmental sanitation programme, more than 550 experts have undergone level II training on water quality monitoring and maintenance of water supply systems. In addition, a new publication in the form of a comic book is being prepared about the protection of the environment and water resources. Within the advocacy programme, the training of educators on child rights continues, as does the support given to television programmes dealing with issues such as AIDS, juvenile delinquency and substance abuse.

United Nations Development Programme

43. The United Nations Development Programme (UNDP) focuses its activities on the post-war adjustment of the economic and social situation in Bosnia and Herzegovina. To that end, UNDP concentrates on multi-sectoral area-based development programmes, employment generation, demining, gender issues and institutional capacity-building and training. These programmes combine efforts to strengthen the planning and management capacities of municipal and provincial

governments, with rehabilitation of the socio-economic and physical infrastructure at those levels. UNDP efforts promote social cohesion and create an environment which facilitates the return of refugees and displaced persons.

44. With its recent extension into the eastern Republika Srpska, the UNDP employment programme is now being implemented nation-wide. The programme provides short-term employment to the war-affected population while helping to improve seriously damaged infrastructure and the environment. It will shortly be further extended into providing longer-term employment opportunities through focused support for small businesses. On the basis of the UNDP-funded pilot activities in support of the local gender initiative during 1998, UNDP intends to further promote the establishment of gender-integrated policies and programmes in state institutions. The programme supports Gender Units, which will be established at the highest executive level (Prime Ministers offices). Training, monitoring and evaluation are key components of the gender programme.

45. Formal responsibility for mine clearance in Bosnia and Herzegovina was officially handed over to the Government in July 1998. A structure consisting of the National Demining Commission and three Mine Action Centres is, with intensive UNDP support, in charge of all mine-related activities. Training of all levels of Mine Action Centre personnel, provision of technical assistance and material support to the structure are critical components of the UNDP programme. UNDP is also supporting a mine awareness campaign initiated by the International Committee of the Red Cross and UNICEF. The UNDP Trust Fund for Mine Clearance in Bosnia and Herzegovina urgently requires new commitments to safeguard continuing operations. UNDP is building institutional capacity at the State and entity level by supporting Aid Coordination Units in the three Governments and through support to an Inter-Entity Standing Committee on Economic Affairs. The overall aim is to strengthen policy-planning capacity.

United Nations Educational, Scientific and Cultural Organization

46. The United Nations Educational, Scientific and Cultural Organization (UNESCO) continued its school rehabilitation work in the Una Sana, Sarajevo, Middle Bosnia and Zenica-Doboj cantons. The completion of its work in textbook revision in the Sarajevo canton was blocked by the cantonal government amid a virulent media campaign in November. The Associated Schools Project, which covers 36 schools in the Federation, is preparing peace-promoting material for use in schools which UNESCO is funding. On 17 and 18 November, the first meeting of the International Committee of Experts for the Rebuilding of the Old Bridge and the Rehabilitation of the Old Town in Mostar took place. The World Bank is the major international partner in this project. Among new heritage projects is a museum for the Franciscan Monastery of Kraljeva Sutjeska.

World Food Programme

47. The World Food Programme (WFP) is concentrating on the phasing out of its operations in Bosnia and Herzegovina. The final distribution cycle of food aid will be in May/June 1999. The decision to conclude the programme was made in March 1998 by a joint WFP/UNHCR food aid assessment mission in consultation with local and national authorities, implementing partners and donors. Since that time, the beneficiary criteria have been refined to bring them into line with

social welfare policy. The current WFP beneficiary caseload is 190,000. WFP continues to work in close coordination with local authorities and has held a two-day workshop to facilitate the transition of responsibility for WFP beneficiaries to local authorities by mid-1999. It is expected that other agencies with general food aid distributions will also conclude their programmes in 1999. Therefore, by 2000, there will no longer be any major internationally funded relief food aid programmes in Bosnia and Herzegovina.

48. Recent donations will enable the food aid programme to operate at normal capacity until the end of April, but the final distribution cycle remains unfunded at this time. Serious shortfalls were experienced during 1998, which were compounded by the diverting of Bosnia and Herzegovina food for the emergency Kosovo operation. It is hoped that no similar shortfalls will be experienced during the final stages of the phasing-out of the programme. WFP currently continues to serve 225,500 refugees in the Federal Republic of Yugoslavia, as well as those affected by the Kosovo crisis in Serbia, Montenegro, Albania and Kosovo itself.

World Bank

49. During the past 12 months, the World Bank has again disbursed nearly $200 million of World Bank/International Development Association funds and donor funds in trust for projects in Bosnia and Herzegovina. This is a strong indicator of the continuing high performance of the Bank's contribution to the various reconstruction and development programmes designed for the country. Money is reaching the ground and the results are plain to see. In the past year, the Board of Executive Directors approved eight new operations, bringing the number of projects funded by the World Bank, together with other donors in Bosnia and Herzegovina, to 24, with total Bank contributions of $533 million. The World Bank programme remains focused on three key elements, namely, donor coordination, project implementation and support for the country's transition to a market economy through advice on economic policy and budget/balance of payment support. While new operations are being undertaken, others are reaching their completion stage. Four early reconstruction projects have now been completed, helping to lay the groundwork for strong economic and industrial development. The Bank is now focusing on economic reforms which will help revive the enterprise sector and foster job creation and sustainable growth. Additionally, the International Finance Corporation (IFC), the World Bank's institution responsible for promoting private investment, is expanding its operations with the approval of an innovative line of credit to wood industries in both entities. A market survey is currently being conducted for a new line of credit for agricultural businesses which should begin early in 1999. IFC will have an increasingly important role in supporting the private sector in Bosnia and Herzegovina, having approved seven projects since the beginning of fiscal year 1997, investing nearly $28 million in the country.

50. The diversity of the World Bank's commitment to Bosnia and Herzegovina continues to be reflected in upcoming projects currently under preparation by the Bank. Having funded housing reconstruction in UNHCR target zones, microcredit and local infrastructure, the Bank is now preparing a local development project to help municipalities obtain credit for priority social and economic infrastructure projects. Other projects under preparation include a

banking and enterprise privatization structural adjustment credit to assist the entities in implementing their privatization strategy; a basic health project to establish a cost-effective, community-based primary health care system and improve health sector management; an export credit project to support export-oriented businesses; and a pilot cultural heritage project. This last project will be carried out in coordination with UNESCO. It will fund and organize the reconstruction of the old Mostar bridge and the restoration of the old town to foster reconciliation and enhance multi-ethnic cooperation, while strengthening the country's capacity to manage and protect its cultural heritage.

World Health Organization

51. The World Health Organization (WHO) continued to support the work of the entities' Ministries of Health on reform programmes in health-care delivery and preventative health. In the Republika Srpska, health authorities have continued to develop detailed operational plans based on their Strategic Plan for Health Care Reform, which was approved in May 1997. The final draft of the Federation's Strategic Plan for Health Care Reform was submitted to the Council of Ministers for approval. Moreover, WHO has also continued to promote reconciliation by bringing together health professionals from different ethnic groups on a regular basis. WHO experts continued to train family medicine teams and to help local authorities address key public health issues, such as tuberculosis, HIV/AIDS, vaccination and environmental health.

IV. OBSERVATIONS

52. UNMIBH has continued to develop its activities by shifting from general police monitoring to the establishment of the rule of law, including the restructuring and reform of police services, and contributing to comprehensive judicial reform. At the same time, targeted police monitoring will have to continue. The Mission's programme of police restructuring and reform will encourage police services to reflect the ethnic composition of the communities they serve and to protect citizens from violations of human rights, as well as from common crime. The establishment of a Bosnia and Herzegovina Border Service, which will professionally police the country's borders, will be an integral component in protecting its citizens. Equally important, the work of the newly deployed judicial system assessment programme, as well as its recommendations for reform, will play a central role in the development of a representative, accountable and depoliticized judiciary, which is both an essential element in the establishment of the rule of law in Bosnia and Herzegovina and a precondition for a sustainable peace.

53. The Mission's success in negotiating an agreement on police restructuring with the authorities in the Republika Srpska is the result of a well-grounded and unified effort that realistically addresses outstanding issues in the Federation and the Republika Srpska. The balanced approach of UNMIBH links progress in police restructuring and reform in the Republika Srpska to that in the Federation: progress in recruiting minorities for police services in the Federation will facilitate the successful implementation of the restructuring agreement in the Republika Srpska. The agreement on the implementation of police restructuring in the latter will also require UNMIBH to continue

developing its internal capacity to assist in the implementation of agreements entered into by the parties, including through the Trust Fund.

54. Progress on the Mission's central task of police reform is being advanced by an increase in the number of co-located IPTF monitors working alongside local police officers in significant command posts and in police stations, while at the same time the number of monitors working in IPTF stations or conducting random patrols is being reduced. The growing importance of co-location for police reform leads to a continuing requirement in the Mission for monitors with specific, enhanced skills and qualifications. Similarly, the UNMIBH Human Rights Office is increasingly investigating the failure of law enforcement officials to observe due process and respect for human rights, under the specific mandate of Security Council resolution 1088 (1996), which reinforces the sanctions envisaged in annex 11 to the General Framework Agreement for Peace, such as non-compliance and de-certification. UNMIBH success in these investigations will also require the recruitment of monitors with strong backgrounds in investigations. As the civil affairs component increasingly integrates its activities with those of IPTF and the judicial system assessment programme, there will be a growing need for officers with skills in operations and analysis.

55. During the period under review, UNMIBH has encountered delays in the implementation of its mandate. The elections held in mid-September have not yet led to the formation of Governments in the entities or at the level of Bosnia and Herzegovina's common institutions. Delays in implementing the results of the elections and in establishing legitimate authorities provide fertile soil for the development of a culture of impunity which strengthens those organizations and individuals who resist implementing such central elements of the Dayton Agreement as the return of refugees and displaced persons and the development of multi-ethnic police services in local, entity and common institutions. Continuing close cooperation between UNMIBH and UNHCR, SFOR, the Office of the High Representative and the Organization for Security and Cooperation in Europe will be necessary to address these serious impediments to a sustainable peace. In this context, I would emphasize, as I have before, that the strong and consistent support of SFOR will continue to be critically important in providing adequate security arrangements for the successful implementation of the UNMIBH mandate. I also appeal to the Governments of the States members of the Security Council to extend their full diplomatic support to the efforts of UNMIBH to implement its core mandate of creating multi-ethnic police services in the Federation and the Republika Srpska.

Annex

Composition of the International Police Task Force on 11 December 1998

Argentina	34
Austria	39
Bangladesh	32
Bulgaria	41
Canada	28
Chile	29
Denmark	39
Egypt	34
Estonia	5
Fiji	20
Finland	27
France	125
Germany	165
Ghana	108
Greece	6
Hungary	37
Iceland	3
India	102
Indonesia	22
Ireland	35
Italy	23
Jordan	149
Kenya	11

Lithuania	2
Malaysia	46
Nepal	41
Netherlands	54
Nigeria	19
Norway	24
Pakistan	96
Poland	47
Portugal	58
Romania	10
Russian Federation	36
Senegal	18
Spain	57
Sweden	55
Switzerland	2
Thailand	5
Tunisia	2
Turkey	26
Ukraine	33
United Kingdom of Great Britain and Northern Ireland	71
United States of America	203
Total	2 019

The number of civilian police monitors varies owing to ongoing contingent rotations.